

**BY ORDER OF THE COMMANDER,
HEADQUARTERS SMC (AFSPC)**

**SPACE AND MISSILE SYSTEMS CENTER (SMC)
SMC INSTRUCTION 20-2**



DRAFT

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Logistics

**SOURCE OF REPAIR ASSIGNMENT PROCESS (SORAP)
AND WORKLOAD CERTIFICATION PROCESS**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction establishes policies and procedures for the accomplishment and submission of the Source of Repair Assignment Process (SORAP) package and Workload Certification. These instructions apply to all SMC acquired or managed programs/systems that have depot level repair workloads, to include contract logistics support (or any other similar long term contract arrangement), interim contractor support, partnering, organic support, modifications, permanent shifts of workload, and overseas workloads.

Air Force policy requires all new and fielded systems which require depot level maintenance have an approved SORAP and that all SORAP packages be reviewed and signed by the Center Commander prior to submission to HQ AFMC/LG.

The primary reason for elevating all depot maintenance review and approval actions to the Center Commander level is the Air Force's commitment to retaining a robust and affordable core organic depot maintenance capability to support the warfighter as well as to address the challenges of complying with Title 10 USC 2466 (No more than 50% of the funds made available to a military department in a fiscal year for depot maintenance can be used for contracted depot maintenance).

Congress has mandated that each service maintain its own Title 10 USC 2466 compliance and the SECAF and CSAF have committed to Congress that the Air Force will attain Title 10 USC 2466 compliance FY03 and beyond. It is important to note that the 50% contract ceiling is not program, product center nor command specific as it applies to the Air Force as a whole. For this reason Product Centers are not held accountable for their depot workload mix ratio (contract vs. organic), however Center Commanders must ensure compliance with the depot workload approval process.

1. SMC DEPOT MAINTENANCE WORKLOAD APPROVAL POLICY

1.1. SMC/CC review and concurrence is required for all SMC acquired and/or managed systems that require depot level maintenance. This applies to both new and fielded systems (interim and long-term depot support). SMC/CC depot review and concurrence will be accomplished via two methods: (1) SORAP package or (2) Depot Workload Certification Worksheet.

1.2. The primary focus of the SMC/CC reviews will be on the rationale and cost benefit analysis that lead to a contract support solution over a public/private partnering arrangement or an organic source of repair. Current DoD and Air Force direction is for programs to aggressively pursue strong partnerships between the organic depots and contractors early in the acquisition life cycle. Partnering must be a major focus area in your product support planning activities. New weapon systems that are establishing their support concept, as well as fielded weapon systems changing their depot maintenance support, must proactively consider use of the organic depots as part of a partnering strategy.

1.3. What is important is the SPO recognition of the need to accomplish the depot planning and approval events in timely manner. Conducting SORAPs, initiating partnering discussions, developing timely cost estimates and planning for depot activation or long-term sustainment are essential to establishing and maintaining a cost effective and efficient depot repair capability.

1.4. SMC/AXL is the OPR for SMC depot maintenance planning actions/issues and has established a WEB page at http://ax.losangeles.af.mil/axl/maintenance_tool.htm for downloading all SORAP and Depot Workload Certification related documents and for detailed information on preparation and processing.

2. SOURCE OF REPAIR ASSIGNMENT PROCESS (SORAP)

2.1. All SMC acquired and/or managed programs/systems that require hardware and/or software depot maintenance will have an approved SORAP and all SORAP Packages require SMC/CC and HQ AFMC/LG approval. This applies to both new and fielded programs/systems. The SORAP is designed to help ensure compliance with public law; Title 10 USC 2460 (Depot Maintenance), Title 10 USC 2464 (Core), Title 10 USC 2466 (50/50) and Title 10 USC 2474 (Partnering) as well as achieving a best value depot maintenance repair concept.

2.2. There is no waiver from accomplishing the SORAP.

2.3. The SORAP will be initiated in Phase A of the system acquisition with HQ AFMC assignment of the Candidate Organic Depot and Core Analysis. SORAP approval and Depot Maintenance Interservicing (DMI) Study results shall be obtained no later than Phase B (prior to KDP C).

2.3.1. SORAP progress and final HQ AFMC concurrence/non-concurrence will be a required discussion item at all Acquisition Strategy Panel (ASP) meetings.

2.3.2. Fielded Systems, already past KDP C, must complete the SORAP and DMI Study to verify compliance with Air Force policy in regards to Title 10 statutes.

2.3.3. Acquisition processes that feature “Spiral Development” such as Evolutionary Acquisition require SORAP approval. SMC/CC review should be accomplished prior to delivering initial hardware and software spirals/capability to the field (i.e. increment #1).

2.4. The System Program Director (SPD) will ensure:

2.4.1. The SORAP is accomplished in accordance with the procedures contained in NSSA 03-01, AFI 63-107, AFI 21-102 and this document, and that the SORAP package is properly coordinated through the appropriate SMC functionals, to include the Using Command, prior to SMC/CC review.

2.4.2. All viable sustainment options are considered before deciding on the Source of Repair (SOR) recommendation for the SORAP package.

2.4.3. Long-term access to the data required to support all viable depot maintenance options.

2.4.3.1. To ensure this access at a reasonable cost the appropriate inputs will be included in the RFP that will allow proper evaluation of contractor proposals during source selection.

2.5. The areas requiring SORAP documentation and approval are:

2.5.1. New and Fielded Depot Workloads – All SMC depot level hardware and/or software maintenance/repair must have an approved SORAP. Depot options may include:

2.5.1.1. *Organic Support* - Long-term depot support accomplished at Government-owned and operated facilities using government owned and operated equipment and accomplished by government employees.

2.5.1.2. *Contract Support* - Long-term contractor depot support, to include warranty or other similar approach, that involves contractor performance of depot level maintenance activities.

2.5.1.3. *Partnering* – Partnership between organic depot and contractor. The intent of partnering is to leverage the strengths of industry and the organic depots to provide the most effective support to the warfighter at the best value. Partnering must be a major focus area in product support planning activities for both new and fielded systems.

2.5.2. Modifications (Installation and Repair) - Installation of new or upgraded capability including hardware and/or software. This includes installation costs (not kit procurement costs), and the new repair workload associated with the modification.

2.5.3. Workload Shift - A permanent depot workload shift (organic to contractor, contractor to organic and organic to organic) performed at a DoD depot facility or contractor facility.

2.6. The SMC SORAP package will be submitted with the appropriate Joint Logistics Commander (JLC) forms for the DoD required DMI Study.

2.6.1. The DMI Study is accomplished by the Joint Depot Maintenance Activity Group (JDMAG) The DMI Study will determine if a DOD depot repair capability already exists (Army, Navy or Marines).

2.6.2. Funds shall not be committed to facilitate a specific site for depot maintenance prior to the DMI study.

3. DEPOT WORKLOAD CERTIFICATION

3.1. Workload Certification is the process to obtain a source of repair decision for depot workloads that are or may be accomplished commercially that do not require a formal SORAP. Workload Certification is required for the following types of depot level maintenance workloads/actions:

3.2. Interim Contract Support (ICS) for depot repair performed by a contractor (short-term: 1 to 4 years) until a permanent long-range depot concept is approved and established.

3.2.1. ICS under \$500K requires SMC/CC approval and HQ AFMC/LG notification.

3.2.2. ICS of \$500K and above requires SMC/CC review and HQ AFMC/LG approval.

3.3. Changes in a system's annual depot workload projections in the type or amount of depot workload on an exiting contract - to include ICS. See Attachment #1 for details on which type of depot repair efforts are affected by this policy.

3.3.1. The baseline for the projected contract depot maintenance budget for SMC systems will be the Phase 2, Outyear Projections, of the yearly Title 10 USC 2466 Data Collection.

3.3.2. Changes of \$500K OR MORE - requires SMC/CC review and HQ AFMC/LG approval.

3.3.3. Changes of \$100K to \$500K - requires SMC/CC approval and HQ AFMC/LG notification.

3.3.4. Dollar thresholds do not apply to SORAP approval.

4. SMC DEPOT LEVEL REPAIR REVIEW PROCESS

4.1. The following guidelines will be used to process all depot level maintenance review and approval requests through SMC/CC:

4.2. SPO completes SORAP Package or Depot Workload Certification Worksheet.

4.2.1. Notify SMC/AXL when action is initiated. AXL will provide SORAP preparation support as requested. Visit: http://ax.losangeles.af.mil/axl/maintenance_tool.htm for additional information and document downloads (SORAP template, Certification Worksheet, SSS template, etc).

4.3. SPD signs SORAP package or Depot Workload Certification Worksheet.

4.4. SOR Recommendation is forwarded to Candidate Organic Depot for signature.

4.4.1. Candidate depot concurs or non-concurs with SPD SOR recommendation and includes a rationale and justification letter for a non-concurrence for inclusion in the SORAP package.

4.5. SPD reviews Candidate Depot's concurrence or non-concurrence before signing Staff Summary Sheet and forwards SORAP package or Depot Workload Certification Worksheet to SMC/CC for review.

4.5.1. If Candidate depot non-concurs with SPD SOR recommendation, the SPD should be prepared to address non-concurrence for SMC/CC SORAP review.

4.6. SMC/CC reviews and signs SORAP package or Depot Workload Certification Worksheet.

4.6.1. SMC/CC SORAP reviews will focus on the rationale and analysis that led to a contract support solution over a public/private partnering arrangement or an organic source of repair.

4.6.2. SMC/CC may delegate this responsibility to no lower than SMC/CD

4.7. SMC/AXL will prepare the signed SORAP package or Depot Workload Certification Worksheet package and forward to HQ AFMC/LG for concurrence / non-concurrence.

4.8. HQ AFMC/LG will return signed SORAP or Depot Workload Certification Worksheet to SPO with concurrence/non-concurrence memo.

4.8.1. The SPO should review the JDMAG DMI Study results 45 to 60 days after receiving HQ AFMC's SORAP package concurrence/non-concurrence

4.8.2. SPO and AXL maintain copies of the final SORAP and Workload Certification Worksheet packages and any DMI Study results.

4.9. HQ AFMC/LG SORAP concurrence or non-concurrence and DMI Study results will be presented to the ASP chairman for final disposition and approval.

4.9.1. For programs not required to convene an ASP or if the original ASP Chairman is unavailable AFMC's SORAP concurrence or non-concurrence and DMI Study results will be presented to SMC/CC for final disposition and approval.

BRIAN A. ARNOLD
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Commander

Attachment 1

**CONTRACT DEPOT-LEVEL
MAINTENANCE AND REPAIR
INCLUDE / EXCLUDE LIST**

INCLUDE

- Contract Depot Field Teams
- Decommissioning/Demilitarization costs
- Depot Materiel (consumable and recoverable) **
- Extended/Negotiated Warranty Costs *
- Flying Hour based support *
- Functional Check Flights *
- Logistics/Program Support *
- Maintenance (Shop Floor) Engineering
- Over and Above
- PDM/ACI/Speedline/C-Check
- Repair/Overhaul - Recoverable Items/Special Repair Activity
- Service Support Agreement Costs *
- Software Maintenance
- Subcontracted/Routed workload costs

EXCLUDE

- Advisory and Assistance Services (A&AS)
- Base Operations
- Contract Operated & Maintained Base Supply (COMBS)
- Engineering Support/Services
- Field Service Teams
- Mod Kit/Kit Procurement
- Software Development
- Spares Procurement **
- Sustaining Engineering
- Tech Data Maintenance

* This may apply to/cover more than depot-level maintenance and repair on some contracts. An allocation method should be applied to derive the percentage of these costs that apply solely to depot-level maintenance and repair and only that percentage allocable to the depot-level effort should be included.

** If some spares are acquired solely to support the depot effort, applicable amounts should be allocated to the depot-level maintenance and repair costs.

TASK DEFINITIONS:

INCLUDE:

Analytical Condition Inspection (ACI): A systematic disassembly and inspection of a representative sample of aircraft to find hidden defects, deteriorating conditions, corrosion, fatigue, overstress and other deficiencies in an aircraft structure or systems. ACIs are normally over and above those inspections specified in a technical order or PDM work specification.

Contract Depot Field Teams: Under CLS or other contract, contract personnel dispatched from vendor to field location. When task is complete, team returns to vendor home location.

C-Check: Commercial version of a depot level airworthiness or analytical condition inspection.

Contract Depot Field Teams: Under CLS or other contract, contract personnel dispatched from vendor to field location. When task is complete, team returns to vendor home location

Decommissioning/ Demilitarization: Activities involving the preparation of an item for disposal or salvage. Usually involve destruction, recovery or removal of militarily sensitive or precious/hazardous materials or components.

Depot Materiel: Includes all material and government furnished material, both consumable and recoverable items. Should be included in the unit repair rates or as a factor of production.

Extended/Negotiated Warranty Costs: Warranty terms and costs beyond standard product warranty, where there is no cost to the government. Warranty costs that actually result in a cost to the government in addition to the acquisition cost for the commodity.

Flying Hours: This relates to a more specific type of CLS/ICS type contract where the government pays a flying hour rate to a contractor that covers the support cost for an entire program. "Power by the hour"

Functional Check Flights: Need to also capture on contract side since included in organic DMAG

Logistics/Program Support: Management activity of depot level maintenance (factors of production). Tasks included would be program management, scheduling, planning, etc.

Maintenance (Shop Floor) Engineering: Engineering activities in direct support, and usually co-located with depot maintenance functions.

Over & Above: **Unprogrammed depot workload not previously identified in an original contract or work order.**

Programmed Depot Maintenance (PDM): Depot level inspections and maintenance scheduled on a cyclic basis.

Repair/Overhaul - Recoverable items/Special Repair Activity: Direct labor repair activities performing depot level maintenance.

Service Support Agreement Costs: Same as extended warranty - this is a flat rate paid by the government over a long period of time, beyond the scope of a mean-time between failure period.

Software Maintenance: Efforts to change a software product after operational acceptance to correct faults (corrective maintenance), improve performance or other attributes (perfective maintenance), or to adapt the weapon system to a changed environment within the bounds of existing top levels system specification (adaptive maintenance). The software maintenance

process includes problem/change identification and classification, analysis, design, implementation, regression/system testing, acceptance testing, and delivery. Definition adapted from DoDD 4151.18, Maintenance of Military Material, and IEEE STD 610.12-1990.

Speedline: A streamlined process used to perform specific depot maintenance services or modifications

Subcontracted/Routed workload costs: Tasks originally planned and funded as part of organic depot maintenance that are routed to a contractor due to backlog or need to utilize a proprietary process. Recent reported examples have been material plating subprocesses and aircraft paint.

EXCLUDE:

Advisory & Assistance Services (A&AS): See Engineering Support/Services.

Contract Operated & Maintained Base Supply (COMBS): Base supply, materiel turn-in, and distribution functions performed by a contractor, usually as part of a contract logistics support contract.

Engineering Support/Services: Same as A&AS. Tasks associated with general technical and engineering support services such as technical analysis, database development and maintenance, cost analysis, document preparation, special studies, etc.

Field Service Teams: Field representatives located permanently on-site performing organizational or intermediate-level and COMBS operations

Mod Kit/Kit Procurement: Purchase of modification kits (not including installs)

Software Development: The creation of new software code or programs to meet customer operations or support requirements.

Spares Procurement: This is related to item management type functions - not to be counted unless in support of depot maintenance activities

Sustaining Engineering: Engineering tasks associated with all aspects of product support. Includes tasks related to reliability and maintainability analysis, product design, tech data development and changes, etc.

Tech Data Maintenance: Contractors maintaining government depot tech orders or contractors